

CA- Sayreville

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Borough of Sayreville Master Plan

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Borough of  
Sayreville  
MASTER PLAN  
1978

BOROUGH OF SAYREVILLE

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E. Eugene Cross Associates, Planning Consultants  
Edith G'Aloia, Secretary to the Planning Board

RESOLUTION

WHEREAS, N. J. S. A. 40:55D-28 provides that a Master Plan shall be a composite of one or more mapped and written proposals recommending the physical development of the municipality which the Planning Board shall adopt either as a whole or severally after the public hearing; and

WHEREAS, the Planning Board of the Borough of Sayreville, Middlesex County, New Jersey, has prepared a Comprehensive Master Plan as set forth in a document entitled, *Borough of Sayreville Master Plan*, prepared for the Borough of Sayreville by E. Eugene Cross Associates, dated October 9, 1978; and

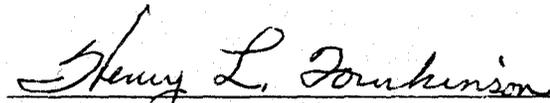
WHEREAS, the Planning Board of the Borough of Sayreville gave public hearing notice on October 9, 1978, and said hearing was duly advertised in accordance with the law; and

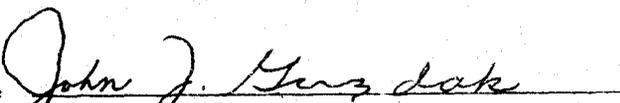
WHEREAS, the Planning Board has considered the comments, suggestions and recommendations of the public with regard to the said Master Plan and the present and future development of the community;

NOW THEREFORE, BE IT RESOLVED, by the Planning Board of the Borough of Sayreville, Middlesex County, New Jersey, that the proposed Master Plan be and the same is hereby adopted as the Master Plan of the Borough of Sayreville pursuant to the Statutes made and provided.

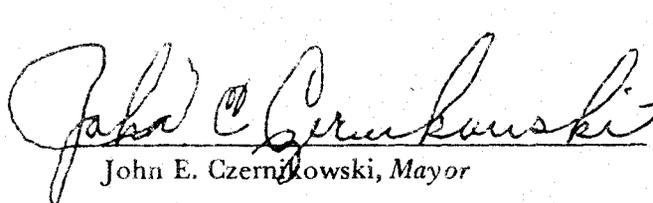
CERTIFIED that the above is a TRUE COPY of the Resolution adopted by the Borough of Sayreville Planning Board on October 9, 1978.

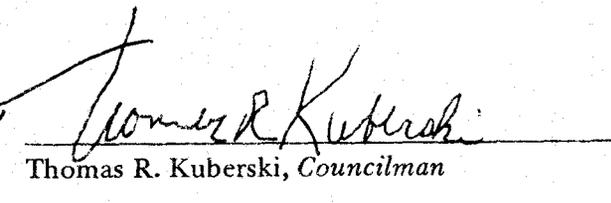
CERTIFIED AND APPROVED BY:

  
Henry L. Tomkinson, *Chairman*

  
John J. Gwizdak, *Secretary*

SPONSORED BY:

  
John E. Czernikowski, *Mayor*

  
Thomas R. Kuberski, *Councilman*

BOROUGH OF SAYREVILLE

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## INTRODUCTION

A Master Plan serves as a general guide for the future physical and socio-economic development of the municipality. It is a policy statement of considered and reasonable long range and comprehensive development policy. The plan provides guidance for the day-to-day administrative policies of municipal government, Board, Commission, residents and businessmen alike.

A plan is not a document which never changes. The Borough of Sayreville adopted its first Master Plan in the late 1950's. Since that date, various amendments and revisions have been made in order to effectively plan and cope with changing conditions and circumstances existing within the region, as well as the municipality. This Master Plan represents an updating of a current development plan of the municipality warranted as a result of changed conditions and circumstances affecting the municipality.

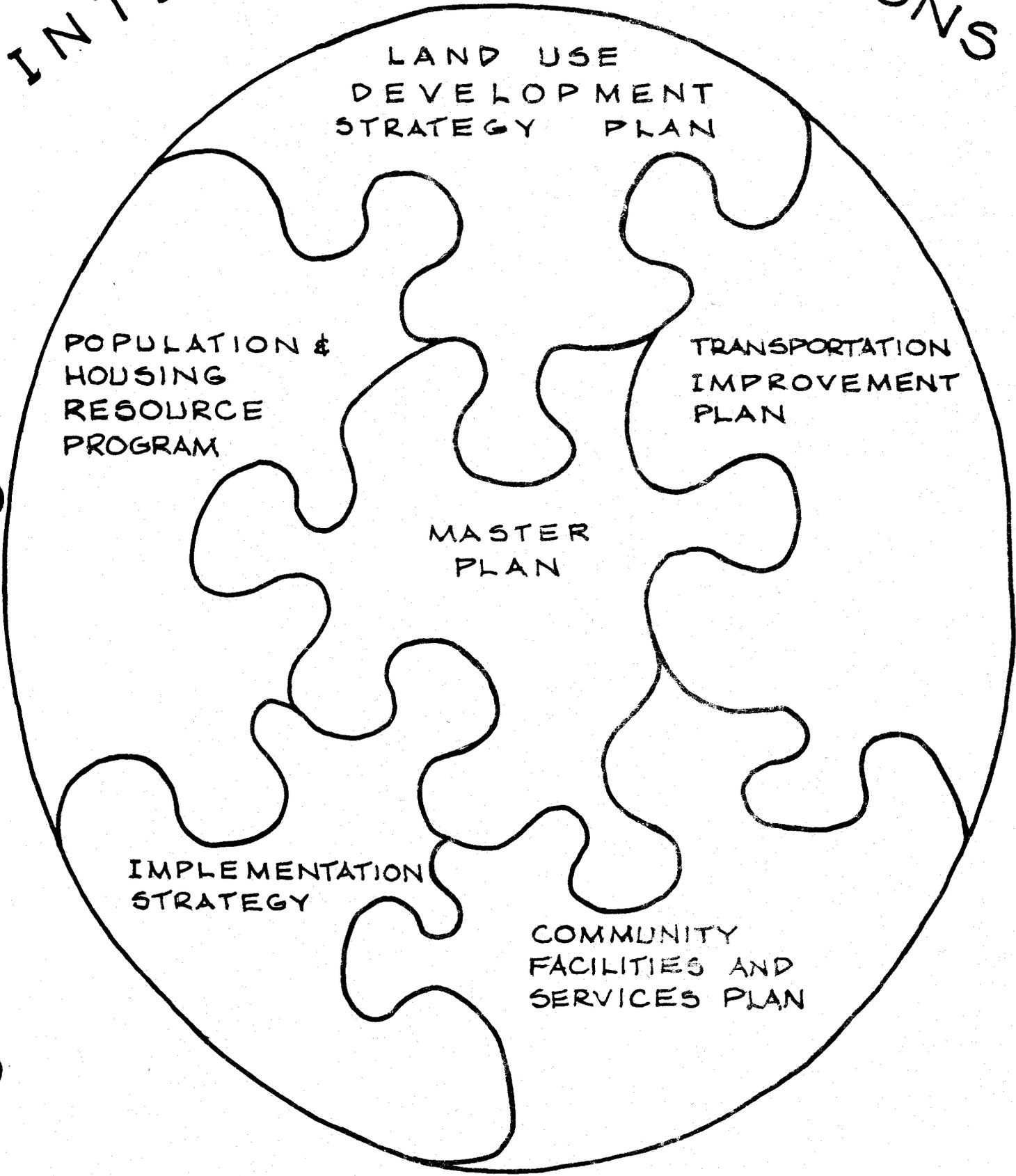
## NEED FOR PLAN REVISION

A Master Plan is adopted by the Planning Board of the municipality. The Master Plan is implemented through a series of administrative and legislative acts of the Planning Board and the Mayor and Council.

As a result of the New Jersey legislature passage of the Municipal Land Use Law (Chapter 291, Laws of the State of New Jersey - 1975), all municipalities within the State are required to update their Master Plan and Zoning Ordinance every six years. The current Master Plan of the Borough of Sayreville was adopted in 1971 and updated in 1974 and again in 1976.

The focus of this plan is to incorporate prior technical amendments made during the 1970's as well as clarify the land use element of the Master Plan.

# INTERLOCKING DECISIONS



# SUMMARY OF BACKGROUND ANALYSIS

## Local and Regional Population Growth Trends

The Borough is located in the central portion of Middlesex County and is surrounded on three sides by water (Raritan Bay, Raritan River and the South River). The Borough is approximately 2/3 developed (including active and abandoned mining areas). However, if one excludes active and abandoned mining areas from the total developed land, approximately 4400 acres or roughly 45% of the land within the Borough is vacant. The history of the Borough in most recent years (the last 10 year period) is one of moderate residential development and a declining industrial base.

During the 1950's and 1960's, the municipality experienced substantial population growth. The Borough's total population increased from 10,000 people in 1950 to approximately 32,500 persons by 1970. Since 1970, population growth has been moderate. The estimated total population growth from 1970 to the present is slightly less than 1500 persons. This number of persons equates to an annual average housing production rate of approximately 40 dwellings per year.

The significant decline in population growth within the Borough is similar to circumstances and conditions prevalent in Middlesex County, as well as the northern New Jersey area at large.

The trends of industrial and commercial development over the past 10 years are similar to more northern municipalities located in Union and Hudson County. The Borough's total employment has declined by almost 100% from 1967 to the present. Total employment has declined from approximately 17,500 jobs to approximately 8000 jobs. This occurred despite new industrial development (New Jersey Steel Corporation) within the community.

The trend of declining employment within the Borough is not reflective of the overall development activity within Middlesex County at large.

Both the Raritan and South Rivers feature substantial flood plain area. New Jersey Department of Environmental Protection legislation prohibits development of lands within a floodway, and further inhibits intensive land uses within flood fringe areas. Significant portions of the industrial areas along Journeymill Road and north of Main Street are located within the N. J. D. E. P. flood hazard areas.

5. The existence of freight-rail service within the municipality is both a development opportunity and constraint. Freight-rail service is a significant locational need to many forms of industry. On the other hand, due to location of existing freight-rail lines, coordination of local road system, as well as extension of same to serve future development, is inhibited.

6. Natural topography is not a development constraint in the municipality. The existence of substantial land areas that have been extensively mined (clay pits and gravel pits) has rendered such location as less than prime development locations. The Borough's soil removal and soil erosion and sedimentation control ordinances do control the few remaining soil removal operations within the Borough, but unfortunately, such ordinances are not retroactive and therefore the abuses of historical mining operation remain as scars on the landscape.

#### Housing and Planned Unit Development Regulations

The Borough of Sayreville Planning Board did adopt a Master Plan on January 7, 1971, which set forth general locations for Planned Development areas. From 1971 to the present, the Borough continuously examined the provisions of the Planned Unit Development Ordinance adopted pursuant to the 1971 Master Plan of the municipality. The re-examination of standards and development regulations set forth in the P. U. D. ordinance was made as a result of:

## MASTER PLAN ASSUMPTIONS

Article 3 of the Municipal Land Use Law requires the Master Plan to include statements regarding the objectives, principles, assumptions, policies and standards upon which the proposals are based. The following statements are basic assumptions made and implied in the Land Use Plan:

1. The population in the region will continue to increase, but at decreasing rates in comparison to the 1950's and 1960's.
2. Continued development in the Borough and surrounding municipalities will result in greater through traffic and thus add to the traffic load on the existing circulation system. No new highways are planned to relieve heavy traffic flow on existing State and County roadways.
3. The effect of diminished amounts of land available and suited to residential uses has been and will continue to be reflective in the demand and/or proposals to increase allowable density.
4. The effect of off-shore exploration upon the waterfront area (Raritan River and Raritan Bay shorelines) is unknown. The New Jersey Department of Energy is just beginning detailed analysis of this issue relevant to the Raritan River-Raritan Bay area.
5. No new Federal, State or County land consumption facilities are proposed or planned within the municipal limits.
6. Public utilities do not impose constraints upon the long term development of the Borough's remaining vacant lands.
7. Owing to the availability of freight-rail service within the industrial area, coupled with the planned modernization and expansion of the two basic highways providing regional access to the municipality (the

# MASTER PLAN

## COMPREHENSIVE

THIS PLAN SETS THE DEVELOPMENT POLICY AND STRATEGY FOR THE BOROUGH AT LARGE. THE INTENT AND PURPOSE OF THE MASTER PLAN IS TO BRING INTO FOCUS VARIOUS FACTORS AND CONSIDERATION OF DIRECT AND SUBTLE INFLUENCE UPON THE NATURE AND CHARACTER OF THE MUNICIPALITY.

## STATEMENT of CONSISTENCY and COORDINATION

THE LAND USE PLAN SET FORTH HEREIN, HAS BEEN COMPARED TO THE ADOPTED MASTER PLANS OF ADJOINING MUNICIPALITIES AND THE LAND USE PLAN OF THE COUNTY OF MIDDLESEX. BASED ON THIS EXAMINATION, IT HAS BEEN DETERMINED THAT A CONSISTENCY OF OVERALL LAND USE POLICY EXISTS BETWEEN THE BOROUGH AND ADJOINING MUNICIPALITIES, AS WELL AS THOSE POLICIES EXPRESSED AND SHOWN IN THE MIDDLESEX COUNTY LAND USE PLAN.

## INTERLOCKING DECISIONS

THE MASTER PLAN IS A MOSAIC OF BROAD OBJECTIVES, NEIGHBORHOOD RECOMMENDATIONS AND SPECIFIC SITE PROPOSALS. WITHIN A MASTER PLAN ARE FIVE (5) INTERDEPENDENT, INTERLOCKING ELEMENTS—LAND USE, POPULATION-HOUSING, TRANSPORTATION, COMMUNITY FACILITIES AND SERVICES, AND IMPLEMENTATION STRATEGY. EACH ELEMENT AS A PART OF THE TOTAL PLAN, OR BE IT THE LAND USE ELEMENT, PREDETERMINES THE NATURE AND CHARACTER OF ALL OTHER ELEMENTS.

## LAND USE PLAN AND COMMUNITY MANAGEMENT PROGRAMS

### Recommended Land Use Policy

The land use scheme proposes a community of urban and suburban development. The pattern and arrangement of uses has been prepared and formulated considerate of the existing development within the municipality, factors affecting development - most particularly the extensive mining activity within various large tracts of land throughout the Borough and the needs and/or demand of the community and region at large.

The theme of the land use plan is to retain, protect and enhance residential amenities of existing neighborhoods, provide for development and/or expansion of neighborhoods, eliminate to the extent feasible encroachment of non-residential uses within existing and developing residential areas. Furthermore, the plan proposes the re-enforcement and consolidation of the large industrial area now existing within the municipality.

The plan does not recommend nor propose specific policy for onshore energy related development. The Borough does possess many features (water transport, freight-rail service, large available lands suited to industrial development and complete level of services - water, sewer, power) which in combination forecast a high probability of energy related industry demand for location within the municipality. However, the New Jersey Department of Energy (N. J. D. O. E. ) has yet to develop specific plans or siting criteria for on-shore energy related facilities and therefore it would be premature to advocate or reject energy related facility - industrial development within the Borough.

## LAND USE PLAN

### Residential Land Use Policy

The land use plan shows five (5) residential land use categories as well as two (2) planned development categories. The residential categories coincide either with existing residential zoning or the character and density of existing residential development.

The category entitled "Development Neighborhoods" recognizes the intensity of development existing within the neighborhoods of Sayreville, President Park, Morgan and Melrose. The areas are currently zoned R-7. The prevailing lot size is approximately 5000 square feet or less.

All other residential categories coincide with existing zoning districts (R-7, R-10, etc.). Further, no new multi-family zones are proposed.

### Townhouse Option

The current Zoning Ordinance permits townhouses within the P. U. D. districts and as a conditional use within the R-7 zone. This alternative housing type is proposed to be retained within development regulations of the municipality.

### Planned Development Districts

The Borough of Sayreville adopted a Planned Unit Development Ordinance (Ordinance No. 1078A) subsequent to adoption of the previous Master Plan (January 7, 1971). The P. U. D. regulations were adopted in accordance with Planned Unit Development regulations adopted by the State Legislature in 1967.



The northerly industrial area (N.L. Industries - N. J. Steel) has been substantially reduced relevant to potential for industrial development due to the expansion of the Middlesex County Sewerage Authority facilities. The southerly area (Hercules-Dupont-Sunshine Biscuit) potential industrial development has also been reduced as a result of the need to expand the Bordentown well fields facility.

No recommendation is presented or set forth relative to on-shore energy support and related industrial development. Currently the zoning plan prohibits storage tank facilities, refineries, as well as other natural gas and oil related production and/or distribution facilities. Currently, the Middlesex County Planning Board, the New Jersey Department of Energy, as well as consultants to the Borough of Sayreville are investigating the siting criteria, benefits and impacts of such industrial uses. As a result of these studies, as well as future anticipated research and public discussion, the Borough, as part of its continuous comprehensive planning strategy, should clearly document such findings and decisions as an amendment to this plan in the future.

#### Other Land Use Categories and Considerations

The land use plan, in addition to the residential, commercial and industrial categories shows three (3) categories (recreation and education, quasi-public, and wetlands-conservation areas). The plan also indicates the extent of flood hazard and floodway limits along the Raritan and South Rivers. All new public open space areas are shown within and proposed as a part of planned development districts. The conservation wetlands area generally coincides with the delineated flood hazard area. Such delineation is made by the Department of Environmental Protection. The only differences are the result of man-made development (commercial, residential, and industrial) within the delineated flood hazard areas.

Continued examination of the formula for rental increase, as well as monitoring the availability of rental housing within the Borough and its region is required. This activity has and should continue as a function of the long range comprehensive planning activities of the municipality.

M&P

## CIRCULATION PLAN

The transportation policies and recommendations described hereafter provide a technical series of amendments to the existing transportation plan as set forth in the Master Plan adopted January 1971. The plans and recommendations are consistent with N. J. D. O. T. and Middlesex County Master Plan for transportation.

The addition and/or amendments to the transportation plan are as follows:

1. The Toms River Expressway has been removed from the plan. The New Jersey Legislature officially rejected the Toms River Expressway and all alternative alignments to same. Furthermore, an open corridor of land through which the expressway was located in 1970, no longer exist as a result of major development within Old Bridge Township, Woodbridge Township and the Borough of Sayreville.
2. The alignment of Route 34 through the Borough of Sayreville is modified as a result of development within the community. The alignment shown in the 1971 Master Plan of the Borough would cross over industrial buildings (Dupont), as well as pass through Bailey's Park, the single-family development existing along Zaleski Drive and Oak Tree Road.
3. The Route 9 bypass has been deleted from the plan. At the time of preliminary P. U. D. application by River End Inc. to the Borough of Sayreville, the plan was forwarded to the New Jersey Department of Transportation. The New Jersey Department of Transportation officially submitted a written response wherein it was stated that the development had no effect and was of no interest to the department. In effect, because of this statement, no open corridor for the Route 9 bypass now exists.

## COMMUNITY FACILITIES PLAN

Community facilities are designated on the Master Plan as public land use category. Community facilities include all basic services (education, fire protection, police protection, administrative buildings, recreation facilities, etc.).

The major additions and/or amendments to the community facilities plan as shown in the adopted Master Plan dated January 1971, are as follows:

1. The Kennedy Park complex has been expanded substantially since the adoption of the 1971 plan. The public land areas as indicated on the plan show the projected and ultimate extent of this major and centrally located community park facility.
2. The Bordentown well fields facility has been expanded substantially since the adoption of the 1971 Master Plan. The designated area encompasses the planned well field - water shed protection facility area. "Green Acres" application has been made and received preliminary approval for this area.

The protection of the quality and quantity of water resources is essential to existing and future residents and industry in Sayreville alike. Coupled with the planned well field facility expansion, is the recommendation to formulate precise development regulations to preclude contamination of the Old Bridge lands (a natural aquifer recharge formation) which underlies most of the westerly and central sectors of the Borough.

It is further recommended that the South River Dam project be adopted as a priority water resource protection facility by the Middlesex and Monmouth County Planning Boards and 208 Study Commissions. This facility would serve as a surcharge device to the Old Bridge Sands aquifer.



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## EFFECTUATION

After adoption of a Master Plan, implementation and realization of the ideals and objectives of the plan is achieved by means of three interrelated actions: legislation, capital improvement planning and continuing planning.

### Legislative Measures

The basic documents which guide development and maintenance of private property in the community are the zoning ordinance, the land subdivision and site plan ordinances, and the official map. Other ordinances, such as housing, building and public health codes also aid in the plan implementation on a day-to-day basis.

### Zoning Ordinance

Zoning regulates and controls the use of private land considerate of the general health, safety, and welfare of the community. Through the division of the Township into districts wherein certain land uses are permitted or prohibited with appropriate controls, zoning serves to guide the development of the community towards a planned objective.

Zoning should be reasonable and should be reflective of the intent and the objectives of the Master Plan. Under the Municipal Land Use Law, Chapter 291, Laws of New Jersey, the Master Plan and the Zoning Ordinance must agree in terms of land use allocations.

### Subdivision and Site Plan Ordinances

Whereas the zoning ordinance provides the legal means of controlling the use of the land, the subdivision ordinance gives legal control over design

of proposed municipal projects and the most appropriate means of financing those projects. The Division of Local Finance of the State Department of Community Affairs now requires that every municipality prepare a six-year capital improvements program and capital budget. These are submitted to the Department annually.

Within the financial framework and capability of the community, various elements of the Master Plan should be scheduled in the six-year capital improvements program.

#### CONTINUING PLANNING

The Master Plan represents an objective, considered view into the future. It is also a working document, one which must necessarily be subject to constant review and updating in light of the changing needs.

The Planning Board should review each year the concepts and ideals as related to development that have actually occurred during that year. As new patterns of growth and activity become evident, it may be desirable to revise Master Plan objectives. Under the 1975 State Planning Law, Chapter 291, Laws of the State of New Jersey, the Master Plan must be reviewed at least once every six (6) years.

It is recommended that the Master Plan be reviewed more frequently than six years and that a planning process be established so that the Master Plan is kept current and responsive to changing needs of the Borough.

#### CITIZEN PARTICIPATION

Citizen participation is an important ingredient in the planning process. Public comment and suggestions concerning day-to-day and long range planning issues should be encouraged.



**E. EUGENE CROSS ASSOCIATES**

**PROFESSIONAL PLANNING CONSULTANTS**